



## TOWN OF WEST HARTFORD

### AGENDA ITEM SUMMARY

**To:** Town Council

**From:** Matt Hart, Town Manager

**Date:** June 12, 2018

**CC:** P. Alair, M. McGovern, T. Dumais

**Subject:** An Ordinance Concerning the Regulating of Non-Storm Water Discharges to the Town's Storm Drainage System (20182)

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**Background:** The proposed ordinance establishes the regulatory authority to identify, eliminate and prevent the discharge of pollutants into the Town's municipal separate storm sewer system (MS4), in accordance with federal and state law, as well as the Town's MS4 Permit with the CT Department of Energy and Environmental Protection (DEEP). This is a model ordinance being used statewide and revised to meet Town's organizational structure. In accordance with our MS4 Permit, the Town needs to establish this regulatory authority by July 1, 2018.

The Community Development Department will be responsible for the administration, implementation, and enforcement of the ordinance; the powers and duties may be delegated to other Town Departments. In general, the ordinance defines the types of prohibited discharges and illicit connections to the MS4 and creates the authority to enter private property to inspect, test, monitor, and seek to abate violations. The ordinance also outlines an enforcement process that includes the authority to suspend connections to the Town's MS4 and to levy fines on any person found in violation. A person may be an individual, association, organization, partnership, corporation, etc.

The Community Planning and Physical Services Committee reviewed the proposed ordinance on May 16, 2018 and recommended that it be introduced to the Town Council in accordance with requirements of the Town's MS4 Permit.

**Operational Impact:** The MS4 Permit mandates have had significant operational impacts on the Departments of Community Development and Public Works. To date, most impacts have been in the planning of MS4 related work, including the creation of the Town's Storm Water Management Plan and related reporting to DEEP. In the current fiscal year, DPW has had to increase activities such as street sweeping and Engineering has begun required water testing. The results of this testing will likely result in the identification of pollutants and the need for enforcement. DPW, Engineering,

Planning and Zoning, and the Health District will all need to play an ongoing role in enforcement following the adoption of the proposed ordinance.

**Financial Impact:** Town Council adoption of this ordinance would have no direct fiscal impact on the FY 2018/19 General Fund budget. Anticipated costs associated with the ordinance would be covered within existing appropriations. However, additional appropriations may be required in future years should additional testing, personnel, consulting or legal services be necessary due to water testing results and related enforcement.

**Legal Review:** The ordinance has been drafted by the Corporation Counsel's office and reviewed for form and legality.

**Project Schedule:** The ordinance will become effective upon adoption.

**Recommendation:** Staff recommends that the Town Council move to adopt the proposed ordinance in accordance with the Town's MS4 Permit.

**Attachments:** An Ordinance Concerning the Regulating of Non-Storm Water Discharges to the Town's Storm Drainage System

**AN ORDINANCE CONCERNING THE REGULATING OF NON-STORM WATER  
DISCHARGES TO THE TOWN'S STORM DRAINAGE SYSTEM.**

**WHEREAS**, the Town of West Hartford (hereinafter "Town") currently owns and maintains a storm water system for the drainage of storm water; and

**WHEREAS**, the Town maintains a permit with the State of Connecticut Department of Energy and Environmental Protection (DEEP) for the discharge of storm water from Municipal Separate Storm Sewer Systems (MS4 General Permit); and

**WHEREAS**, for maintaining the MS4 General Permit, the Town is required to have an ordinance regulating non-storm water discharges into the Town's storm water system; and

**WHEREAS**, whereas the Town wishes to protect the public health, safety and welfare of all of its citizens and guests by regulating non-storm water discharges into the Town's storm water system.

**NOW, THEREFORE, BE IT ORDAINED BY THE TOWN COUNCIL OF WEST HARTFORD** that the Code of the Town of West Hartford be amended by adding a new Chapter as follows:

**CHAPTER 148**

**ARTICLE 1 – General Provisions**

**§148-1. Purpose / Intent.**

The purpose of this ordinance is to provide for the health, safety, and general welfare of the citizens of the Town of West Hartford through the regulation of non-storm water discharges to the storm drainage system to the maximum extent practicable as required by federal and state law. This ordinance establishes methods for controlling the introduction of pollutants into the municipal separate storm sewer system (MS4) in order to comply with requirements of the National Pollutant Discharge Elimination System (NPDES) permit process. The objectives of this ordinance are:

- A. To regulate the contribution of pollutants to the municipal separate storm sewer system (MS4) by storm water discharges by any user;
- B. To prohibit illicit Connections and Discharges to the municipal separate storm sewer system; and

- C. To establish legal authority to carry out all inspection, surveillance, and monitoring procedures necessary to ensure compliance with this ordinance.

**§ 148-2. Definitions.**

As used in this chapter, the following terms shall have the meanings indicated:

**AUTHORIZED ENFORCEMENT AGENCY:** Employees or designees of the director of the municipal agency designated to enforce this ordinance.

**BEST MANAGEMENT PRACTICES (BMPs):** Schedules of activities, prohibitions of practices, general good housekeeping practices, pollution prevention and educational practices, maintenance procedures and other management practices to prevent or reduce the discharge of pollutants directly or indirectly to storm water, receiving waters, or storm water conveyance system. BMPs also include treatment practices, operating procedures and practices to control site runoff, spillage or leaks, sludge or water disposal, or drainage from raw material storage.

**CLEAN WATER ACT:** The federal Water Pollution Control Act (33 U.S.C. §1251 et seq.) and any subsequent amendments thereto.

**CONSTRUCTION ACTIVITY:** Activities subject to NPDES Construction Permits. Currently these include construction projects resulting in land disturbance of 1 acre or more. Such activities include but are not limited to clearing and grubbing, grading, excavating and demolition.

**HAZARDOUS MATERIALS:** Any materials including any substance, waste or combination thereof, which because of its quantity, concentration of physical, chemical, or infectious characteristics may cause, or significantly contribute to, a substantial present or potential hazard to human health, safety, property, or the environment when improperly treated, stored, transported, disposed of, or otherwise managed.

**ILLEGAL DISCHARGE:** Any direct or indirect non-storm water discharge to the storm drain system, except as exempted in Section 7 of this ordinance.

**ILLICIT CONNECTIONS:** An illicit connection is defined as either of the following:

Any drain or conveyance, whether on the surface or subsurface, which allows an illegal discharge to enter the storm drain system including but not limited to any conveyances which allow any non-storm water discharge including sewage, process wastewater and wash water to enter the storm drain system from indoor drains and sinks, regardless of whether said drain or connection had been previously allowed, permitted, or approved by an authorized enforcement agency, or any drain or conveyance connected from a commercial or industrial land use to the storm drain system which has not been

documented in plans, maps, or equivalent records and approved by an authorized enforcement.

**INDUSTRIAL ACTIVITY:** Activities subject to NPDES Industrial Permits as defined in 40 CFR, Section 122.26(b) (14).

**NATIONAL POLLUTANT DISCHARGE ELIMINATION SYSTEM (NPDES) STORM WATER DISCHARGE PERMIT:** A permit issued by EPA (or by a State under authority delegated pursuant to 33 USC § 1342(b)) that authorizes the discharge of pollutants to waters of the United States, whether the permit is applicable on an individual, group, or general area wide basis.

**NON-STORM WATER DISCHARGE:** Any discharge to the storm drain system that is not composed entirely of storm water.

**PERSON:** Any individual, association, organization, partnership, firm, corporation or other entity recognized by law and acting as either the owner or as the owner's agent.

**POLLUTANT:** Anything which causes or contributes to pollution. Pollutants may include, but are not limited to paints, varnishes and solvents; oils and other automotive fluids; non-hazardous liquid and solid wastes and yard waste, refuse, rubbish, garbage, litter, or other discarded or abandoned objects and accumulations, so that same may cause or contribute to pollution; floatables: pesticides, herbicides, and fertilizers; hazardous substances and wastes; sewage, fecal coliform and pathogens; dissolved and particulate metals; animal wastes; waste and residues that result from constructing activities; and noxious or offensive matter of any kind.

**PREMISES:** Any building, lot, parcel of land, or portion of land whether improved or unimproved including adjacent sidewalks and parking strips.

**STORM DRAINAGE SYSTEM:** A publically-owned facility by which storm water is collected and/or conveyed, including but not limited to any roads with drainage systems, municipal streets, gutters, curbs, inlets, piped storm drains, pumping facilities, retention and detention basins, natural and human-made or altered drainage channels, reservoirs, and other drainage structures.

**STORM WATER:** Any surface flow, runoff, and drainage consisting entirely of water from any form of natural precipitation, and resulting from such precipitation.

**STORMWATER POLLUTION PREVENTION PLAN:** A document which describes the Best Management Practices and activities to be implemented by a person or business to identify sources of pollution or contamination at a site and the actions to eliminate or reduce pollutant discharges to Stormwater, Stormwater Conveyance Systems, and/or Receiving Waters to the Maximum Extent Practicable.

**WASTEWATER:** Any water or other liquid, other than uncontaminated storm water, discharged from a facility.

**§148-3.      Applicability.**

This ordinance shall apply to all water entering the storm drain system generated on any developed and undeveloped lands unless explicitly exempted by an authorized enforcement agency.

**§148-4.      Responsibility for Administration.**

The Director of the Town of West Hartford's Department of Community Development (hereinafter "Community Development Department") shall administer, implement and enforce the provisions of this ordinance. Any powers granted or duties imposed upon him or her by this Chapter may be delegated in writing by the Director to persons or entities acting in the beneficial interest of or in the employ of the Town, including the Director of the West Hartford/Bloomfield Health District.

**§148-5.      Severability.**

The provisions of this ordinance are hereby declared to be severable. If any provision, clause, sentence, or paragraph of this Ordinance or the application thereof to any person, establishment, or circumstances shall be held invalid, such invalidity shall not affect the other provisions or applications of this Ordinance.

**§148-6.      Conflict.**

All ordinances or parts of ordinances in conflict with this ordinance are hereby repealed.

**§148-7.      Ultimate Responsibility.**

The standards set forth herein and promulgated pursuant to this ordinance are minimum standards; therefore this ordinance does not intend or imply that compliance by any person will ensure that there will be no contamination, pollution, nor unauthorized discharge of pollutants.

**ARTICLE II – Administration and Enforcement**

**§148-8.      Discharge Prohibitions.**

A. Prohibition of Illegal Discharges.

1. No person shall discharge or cause to be discharged into the municipal storm drain system or watercourses any materials, including but not limited to pollutants or waters containing any pollutants that cause or contribute to a violation of applicable water quality standards, other than storm water. The commencement, conduct or continuance of any illegal discharge to the storm drain system is prohibited except as described as follows:

2. The following discharges are exempt from discharge prohibitions established by this ordinance: water line flushing or other potable water sources, landscape irrigation or lawn watering, diverted stream flows, rising ground water, ground water infiltration to storm drains, uncontaminated pumped ground water, foundation or footing drains (not including active groundwater dewatering systems), crawl space pumps, air conditioning condensation, springs, non-commercial washing of vehicles, natural riparian habitat or wetland flow, swimming pools (if dechlorinated-typically less than one PPM chlorine), firefighting activities, and any other water source not containing Pollutants;
3. Discharges specified in writing by the authorized enforcement agency as being necessary to protect public health and safety;
4. Dye testing is an allowable discharge, but requires a verbal notification to the authorized enforcement agency prior to the time of the test; or
5. The prohibition shall not apply to any non-storm water discharge permitted under an NPDES permit, waiver, or waste discharge order issued to the discharger and administered under the authority of the Federal Environmental Protection Agency, provided that the discharger is in full compliance with all requirements of the permit, waiver, or order and other applicable laws and regulations, and provide that written approval has been granted for any discharge to the storm drain system.

B. Prohibition of Illicit Connections.

1. The construction, use, maintenance or continued existence of illicit connections to the storm drain system is prohibited.
2. This prohibition expressly includes, without limitations, illicit connections made in the past regardless of whether the connection was permissible under law or practices applicable or prevailing at the time of connection.
3. A person is considered to be in violation of the ordinance if the person connects a line conveying sewage to the MS4, or allows such a connection to continue.

**§148-9.       Suspension of MS4 Access.**

A. Suspension due to Illicit Discharges in Emergency Situations

The Community Development Department may, without prior notice, suspend MS4 discharge access to a person when such suspension is necessary to stop an actual



or threatened discharge which presents or may present imminent and substantial danger to the environment, or to the health or welfare of persons, or to the MS4 or Waters of the United States. If the violator fails to comply with a suspension order issued in an emergency, the authorized enforcement agency may take such steps as deemed necessary to prevent or minimize damage to the MS4 or Waters of the United States, or to minimize danger to persons.

B. Suspension due to the Detection of Illicit Discharge

Any person discharging to the MS4 in violation of this ordinance may have their MS4 access terminated if such termination would abate or reduce an illicit discharge. The authorized enforcement agency will notify a violator of the proposed termination of its MS4 access. The violator may petition the authorized enforcement agency for a reconsideration and hearing.

C. A person commits an offense if the person reinstates MS4 access to premises terminated pursuant to this Section, without the prior approval of the authorized enforcement agency.

**§148-10. Industrial or Construction Activity Discharges.**

Any person subject to an industrial or construction activity NPDES storm water discharge permit shall comply with all provisions of such permit. Proof of compliance with said permit may be required in a form acceptable to the Community Development Department prior to the allowing of discharges to the MS4.

**§148-11. Monitoring of Damages.**

A. Applicability. This section applies to all facilities that have storm water discharges associated with industrial, commercial, and construction activities.

B. Access to Facilities.

1. The Community Development Department shall be permitted to enter and inspect facilities subject to regulation under this ordinance as often as may be necessary to determine compliance with this ordinance. If a discharger has security measures in force which require proper identification and clearance before entry into its premises, the discharger shall make the necessary arrangements to allow access to representatives of the authorized enforcement agency.
2. Facility operators shall allow the Community Development Department ready access to all parts of the premises for the purposes of inspection, sampling,

examination and copying of records that must be kept under the conditions of an NPDES permit to discharge storm water, and the performance of any additional duties as defined by state and federal law.

3. The Community Development Department shall have the right to set up on any permitted facility such devices as are necessary in the opinion of the authorized enforcement agency to conduct monitoring and/or sampling of the facility's storm water discharge.
4. The Community Development Department has the right to require the discharger to install monitoring equipment as necessary. The facility's sampling and monitoring equipment shall be maintained at all times in a safe and proper operating condition by the discharger at its own expense. All devices used to measure storm water flow and quality shall be calibrated to ensure their accuracy.
5. Any temporary or permanent obstructions to safe and easy access to the facility to be inspected and/or sampled shall be promptly removed by the operator at the written or oral request of the Community Development Department and shall not be replaced. The costs of clearing such access shall be borne by the operator.
6. Unreasonable delays in allowing the Community Development Department access to a permitted facility is a violation of a storm water discharge permit and of this ordinance. A person who is the operator of a facility with a NPDES permit to discharge storm water associated with industrial activity commits an offense if the person denies the authorized enforcement agency reasonable access to the permitted facility for the purpose of conducting any activity authorized or required by this ordinance.
7. If the Community Development Department has been refused access to any part of the premises from which storm water is discharged, and he/she is able to demonstrate probable cause to believe that there may be a violation, or that there is a need to inspect and/or sample as part of a routine inspection and sampling program designed to verify compliance with this ordinance or any order issued hereunder, or to protect the overall public health, safety and welfare of the community, then the authorized enforcement agency may seek issuance of a search warrant from any court of competent jurisdiction.

**§148-12. Requirement to Prevent, Control, and Reduce Storm Water Pollutants by the Use of Best Management.**

The Community Development Department will adopt requirements identifying Best Management Practices (BMP) for any activity, operation, or facility which may cause or contribute to pollution or contamination of storm water, the storm drain system, or waters of the US. The owner or operator of a commercial or industrial establishment, including those under construction, shall provide, at their own expense, reasonable protection from accidental discharge of prohibited materials or other wastes into the municipal storm drain system or watercourses through the use of these structural and non-structural BMP's. Further, any person responsible for a property or premises, which is, or may be, the source of an illicit discharge may be required to implement, at said person's expense, additional structural and non-structural BMP's to prevent the further discharge of pollutants to the municipal separate storm sewer system. Compliance with all terms and conditions of a valid NPDES permit authorizing the discharge of storm water associated with industrial activity, to the extent practicable, shall be deemed compliance with the provisions of this section. The BMP's shall be part of a storm water pollution prevention plan (SWPP) as necessary for compliance with requirements of the NPDES permit.

**§148-13. Watercourse Protection.**

Every person owning property through which a watercourse passes, or such person's lessee, shall keep and maintain that part of the watercourse within the property free of trash, debris, excessive vegetation, and other obstacles that would pollute, contaminate, or significantly retard the flow of water through the watercourse. In addition, the owner or lessee shall maintain existing privately owned structures within or adjacent to a watersouce, so that such structures will not become a hazard to the use, function, or physical integrity of the watercourse.

**§148-14. Notification of Spills.**

Notwithstanding other requirements of law, as soon as any person responsible for a facility or operation, or responsible for emergency response for a facility or operation has information of any known or suspected release of materials which are resulting or may result in illegal discharges or pollutants discharging into storm water, the storm drain system, or water of the United States, said person shall take all necessary steps to ensure the discovery, containment and cleanup of such release. In the event of such a release of hazardous materials, said person shall immediately notify emergency response agencies of the occurrence via emergency dispatch services. In the event of a release of non-hazardous materials, said person shall notify the authorized enforcement agency in person or by phone or facsimile no later than the next business day. Notifications in person or by phone shall be confirmed by written notice address to the Community Development Department within three business days of the phone notice. If the discharge of prohibited materials emanates from a commercial or industrial establishment, the owner or operator of such establishment shall also retain an on-site written record of the

discharge and the actions taken to prevent its recurrence. Such records shall be retained for at least three years.

**§148-15. Enforcement.**

A. Notice of Violation. Whenever the Community Development Department finds that a person has violated a prohibition or failed to meet a requirement of this Ordinance, the authorized enforcement agency may order compliance by written notice of violation to the responsible person. Such notice may require without limitation:

1. The performance of monitoring, analyses, and reporting;
2. The elimination of illicit connections or discharges;
3. That violating discharges, practices, or operations shall cease and desist;
4. The abatement or remediation of storm water pollution or contamination hazards and the restoration of affected property;
5. Payment of a fine to cover administrative and remediation costs; and/or
6. The implementation of source control or treatment BMP's.

B. If abatement of a violation and/or restoration of affected property is required, the notice shall set forth a deadline within which such remediation or restoration must be completed. Said notice shall further advise that, should the violator fail to remediate or restore within the established deadline, the work will be done by a designated government agency or a contractor and the expense thereof shall be charged to the violator.

**§148-16. Fines.**

A. Any person who violates any provision of this ordinance shall receive a citation and be fined Two Hundred Fifty (\$250.00) Dollars.

B. Each day on which a violation occurs or continues after the time for correction of violation given in any order has elapsed shall be considered a separate violation of this ordinance.

**§148-17. Appeal of Notice of Violation.**

Any person receiving a Notice of Violation may appeal the determination of the authorized enforcement agency. The notice of appeal must be received within 30 days from the Notice of Violation. Hearing on the appeal before the appropriate authority or his/her designee shall take place within 15 days from the receipt of the notice of appeal. The decision of the municipal authority or their designee shall be final.

**§148-18. Enforcement Measures After Appeal.**

If the violation has not been corrected pursuant to the requirements set forth in the Violation or in the event of an appeal within 30 days of the decision of the municipal authority upholding the decision of the authorized enforcement agency, then representatives of the authorized enforcement agency shall enter upon the subject private property and are authorized to take any and all measures necessary to abate the violation and/or restore the property. It shall be unlawful for any person, owner, agent or person in possession of any premises to refuse to allow the government agency or designated contractor to enter upon the premises for the purposes set forth above.

**§148-19. Cost of Abatement of the Violation.**

Within 30 days after abatement of the violation, the owner of the property will be notified of the cost of abatement, including administrative costs. The property owner may file a written protest objecting to the amount of the assessment within 30 days. If the amount due is not paid within a timely manner as determined by the decision of the municipal authority or by the expiration of the time in which to file an appeal, the charges shall become a special assessment against the property and shall constitute a lien of the property for the amount of the assessment. Any person violating any of the provisions of this article shall become liable to the Town by reason of such violation. The liability shall be paid in not more than 12 equal payments. Interest shall be assessed on the balance beginning on the first day following discovery of the violation.

**§148-20. Injunctive Relief.**

It shall be unlawful for any person to violate any provision or fail to comply with any of the requirements of this Ordinance. If a person has violated or continues to violate the provisions of the ordinance, the authorized enforcement agency may petition for a preliminary or permanent injunction restraining the person from activities which would create further violations or compelling the person to perform abatement or remediation of the violation. The authorized enforcement agency may recover all attorney's fees, court costs and other expenses associated with enforcement of this ordinance, including sampling and monitoring expenses.

**§148-21. Violations Deemed a Public Nuisance.**

In addition to the enforcement processes and penalties provided, any condition caused or permitted to exist in violation of any of the provisions of this Ordinance is a threat to public health, safety, and welfare, and is declared and deemed a nuisance, and may be summarily abated or restored at the violator's expense, and/or a civil action to abate, enjoin, or otherwise compel the cessation of such nuisance be taken.

**§148-22. Remedies Not Exclusive.**

The remedies listed in this ordinance are not exclusive of any other remedies available under any applicable federal, state or local law and it is within the discretion of the authorized enforcement agency to seek cumulative remedies.